

Message Text

PAGE 01 NATO 02333 01 OF 02 221500Z
ACTION EUR-12

INFO OCT-01 ISO-00 CIAE-00 PM-04 INR-07 L-03 ACDA-07
NSAE-00 PA-01 SS-15 PRS-01 SP-02 USIA-06 TRSE-00
OIC-02 /061 W
-----221717Z 068878 /43

R 221124Z APR 77
FM USMISSION NATO
TO SECSTATE WASHDC 3083
SECDEF WASHDC
INFO CINCLANT
USCINCEUR
USLOSACLANT
USNMR SHAPE

C O N F I D E N T I A L SECTION 1 OF 2 USNATO 2333

E.O. 11652: GDS
TAGS: MPOL,NATO
SUBJECT: MINISTERIAL GUIDANCE 1977: FINAL DRC DISCUSSION

REF: (A) USANTO 2100 (DTG 91112Z APR 77), (B) USNATO 2099
(DTG 091101Z APR 77), (C) USNATO 2117 (DTG 121706Z APR 77),
(D) STATE 08627 (DTG 161831Z APR 77, (E) STATE 076113
(DTG 052353Z APR 77)

SUMMARY: IN DAILY DRAFTING SESSIONS APRIL 18 - 21, DEFENSE
REVIEW COMMITTEE (DRC) COMPLETED DRAFTING OF MINISTERIAL
GUIDANCE 1977. DEFENSE PLANNING COMMITTEE (DPC) WILL
ADDRESS THE REVISED DRAFT ON APRIL 28. DRC REMAINED
SHARPLY DIVIDED ON RESOURCE FORMULA AND ON GUIDANCE TO THE
DPC IN PERMANENT SESSION. THE LISTING OF SERIOUS DEFICIEN-
CIES IN ALLIANCE DEFENSES (PARA 13) WAS RETAINED, WHILE THE
EQUIPMENT REPLACEMENT PRIORITIES (PARA 45) WERE DELETED.
DRC STRONGLY OPPOSED THE DETAILED LANGUAGE ON FORCE AND
LOGISTICS STANDARDS THAT WE CIRCULATED REF E), BUT AGREED
TO EXPAND RELEVANT PARAS TO INCORPORATE THE THRUST OF
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PAGE 02 NATO 02333 01 OF 02 221500Z

THSE PROPOSALS. HIGHLIGHTS OF DISCUSSION AND COMMITTEE
RESPONSE TO US INITIATIVES (REFS C-E) FOLLOW BELOW.
END SUMMARY.

1. PARA 8. COMMITTEE AGREED TO REPLACE "MASSIVE" WITH
"STEADY" IN THE THIRD SENTENCE, BUT DID NOT SUPPORT US
REP'S (BADER) PROPOSAL TO AMEND THE SECOND SENTENCE PER
PARA 3, REF D.

2. PARA 9. DRC DECLINED TO SPECIFY SS-N-X-18 AS THE NEW

SLBM ON THE MC REP'S (CDRE GELVYCKENS) ADVICE THAT SUCH IDENTIFICATION OF THIS MISSILE AND THE SS-N-X-7 WOULD RAISE THE SECURITY CLASSIFICATION OF THE GUIDANCE DOCUMENT.

3. PARA 10. NO SUPPORT EMERGED FOR US REP'S SUGGESTION TO QUALIFY THIRD SENTENCE WITH PHRASE "IN SOME CASES." BUT COMMITTEE DID AMEND SENTENCE TO NOTE THAT THE RANGE OF LIKELY WARNING TIMES HAS BEEN COMPRESSED, ALTHOUGH THE MINIMUM REMAINS UNCHANGED.

4. PARA 13. DRC QUICKLY AGREED TO DELETE THE FIRST BRACKETED PHRASE AND RETAIN THE LISTING OF SERIOUS DEFICIENCIES IN ALLIANCE DEFENSES.

5. PARAS 14 AND 15. AT US REP'S SUGGESTION, COMMITTEE EXPANDED PARA 14 TO INCLUDE REFERENCE TO THE INADEQUACY OF NATO'S RESPONSE TO THE GROWTH IN WARSAW PACT MILITARY CAPABILITIES AND TO ADD A SENTENCE TO PARA 15 NOTING THE NEED FOR A BALANCED FORCE IMPROVEMENT PROGRAM WITH EMPHASIS ON CONVENTIONAL FORCES.

6. PARA 16. DRC AGREED TO SUBSTITUTE "PARTICULAR" FOR "THE GREATEST" IN LAST SENTENCE.

7. PARA 19. CHAIRMAN (MUMFORD) AND CANADIAN (OLSON), UK (PETERS) AND MC REPS OPPOSED US REP'S PROPOSED REVISE
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PAGE 03 NATO 02333 01 OF 02 221500Z

OF THIS PARA ALONG THE LINES OF PARA 3, REF E, COMMENTING THAT LOGISTICS ARE INCLUDED WITHIN FORCE STANDARDS PUBLICATIONS AND A NUMBER OF OTHER DOCUMENTS AND ARE ADEQUATELY COVERED IN THE PRESENT TEXT. COMMITTEE ADOPTED UK RECOMMENDATION TO DELETE "FORCE" IN THE SECOND LINE TO MAKE THE INCLUSIVE NATURE OF STANDARDS MORE APPARENT.

8. PARA 27. NO SUPPORT WAS SHOWN FOR AMENDED TEXT CIRCULATED BY US REP (PARA 5, REF E); HOWEVER, PARA WAS EXPANDED TO INCLUDE MORE GENERAL LANGUAGE CALLING FOR EFFORTS TO MEET WAR STOCKS CRITERIA AND TO DEVELOP NEW MUNITIONS CONSUMPTION RATE PLANNING FACTORS. CHAIRMAN AND MOST REPS COMMENTED THAT THE US LANGUAGE (A) WAS TOO SPECIFIC, MORE IN THE FORM OF DETAILED FORCE PROPOSALS THAN MINISTERIAL GUIDANCE AND (B) CONTAINED ASSUMPTIONS AND COMMITMENTS WHICH NATIONS COULD NOT ACCEPT WITHOUT THOROUGH EVALUATION. SHAPE REP (BGEN SCHWEITZER) QUESTIONED WHETHER IT IS REALISTIC TO CALL FOR 30-DAY STOCK LEVELS BY 1981 FOR ANY ALLY AND STATED THAT SACEUR'S 1977-1984 FORCE PROPOSALS FOR THE FLANKS CALL FOR 15-DAY LEVELS, NOTING THAT THE COST OF DOUBLING THESE REQUIREMENTS WOULD BE "PHENOMENAL" AND WOULD DETRACT FROM OTHER CRITICAL AREAS.

9. PARA 25. US REP, SUPPORTED BY DUTCH (WYNAENDTS),

SACLANT (CDRE COTE) AND MC REPS, AGAIN URGED THE DELETION OF THIS PARA, COMMENTING THAT (A)THE NEED FOR AN ADDITIONAL, SEPARATE ASSESSMENT OF MARITIME STRATEGY HAD NOT BEEN ESTABLISHED AND (B) CALLING FOR SUCH AN APPRAISAL MIGHT PREJUDGE THE ONGOING NPG STUDY ON NUCLEAR ASPECTS OF NAVAL STRATEGY. CHAIRMAN AND THE MAJORITY OF ALLIES ARGUED FOR THE RETENTION OR EXPANSION OF THE PRESENT TEXT AND COMMITTEE ADOPTED A REDRAFT PROPOSED BY CANADIAN REP WHICH, AT US REP'S INSISTENCE, ADDS CONDITIONALITY AND THE NEED TO TAKE ACCOUNT OF ONGOING NPG WORK BEFORE PURSUING A FURTHER STUDY OF MARITIME STRATEGY.

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PAGE 01 NATO 02333 02 OF 02 222102Z
ACTION EUR-12

INFO OCT-01 ISO-00 CIAE-00 PM-04 INR-07 L-03 ACDA-07
NSAE-00 PA-01 SS-15 PRS-01 SP-02 USIA-06 TRSE-00
OIC-02 /061 W

-----222121Z 081170 /72

R 221124Z APR 77
FM USMISSION NATO
TO SECSTATE WASHDC 0000
SECDEF WASHDC
INFO CINCLANT
USCINCEUR
USLOSACLANT
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C O N F I D E N T I A L SECTION 2 OF 2 USNATO 2333

10. PARA 33. DRC ADOPTED US REP'S PROPOSAL TO EXPAND THE SCOPE OF THIS PARA TO INCLUDE A SUBPARA ON LOGISTICS ALONG THE LINES OF PARA 3H, REF C.

1. RESOURCES DISCUSSION (PARAS 39-42) WAS LIVELY. FRG REP INTRODUCED LANGUAGE WHICH WOULD OMIT COMPLETELY A REFERENCE TO INTENTION TO INCREASE DEFENSE SPENDING IN REAL TERMS AND WOULD INTRODUCE SEVERAL ADDITIONAL MEASURES OF DEFENSE EFFORT (E.G., CAPITAL EXPENDITURES PER SOLDIER). DESPITE THE FACT THAT THE FRG REP WAS COMPLETELY ISOLATED, HE TOLD THE DRC THAT VERY STRICT INSTRUCTIONS FROM HIS MINISTER OF FINANCE WOULD NOT PERMIT HIM TO WITHDRAW THIS LANGUAGE. DRC HAD NO CHOICE BUT TO INSERT HIS LANGUAGE, IN BRACKETS, IDENTIFYING IT AS A FRG PROPOSAL. OTHER ALLIES QUICKLY LINED UP BEHIND OTHER REAL ANNUAL RESOURCE INCREASE FORMULAE IN PARA 41 AS FOLLOWS:
"OF AT LEAST 3 PER CENT" (US, CANADA; TURKEY IF MAJORITY FORMS)
" OF 3 - 5 PER CENT" (BELGIUM; US, CANADA SECOND CHOICE)
"APPROACHING 3 PER CENT" (NETHERLANDS, TURKEY; DENMARK
CONFIDENTIAL

PAGE 02 NATO 02333 02 OF 02 222102Z

SECOND CHOICE)

"OF UP TO 5 PER CENT" (UK, ITALY, DENMARK; PORTUGAL'S MILD PREFERENCE).

US REP TOOK THE FIRM POSITION THAT USE OF NATO EUROPE AVERAGE RATHER THAN NATO AVERAGE FIGURES IN SECOND SENTENCE OF PARA 41 WOULD DISCRIMINATE AGAINST THE US, BUT PRE-
DICTABLY GAINED NO SUPPORT, PARTICULARLY SINCE PREVIOUS MINISTERIAL GUIDANCE HAD CONTAINED NATO EUROPE FIGURES. AFTER LENGTHY DISCUSSION, US REP ACQUIESCED IN MOVING NATO AVERAGE FIGURES TO A FOOTNOTE. DRC DROPPED BRACKETS AROUND FINAL SENTENCE OF PARA 42.

12. SECTION VIII. COMMITTEE DELETED THE LIST OF EQUIPMENT REPLACEMENT PRIORITIES IN PARA 45 BUT RETAINED TERM "PRIORITIES" IN SECTION TITLE. ONLY CANADIAN REP FULLY SUPPORTED US REP IN URGING RETENTION OF THE EQUIPMENT LISTING, WITH US REP NOTING THE NEED TO MAKE CLEAR TO NATIONS AND MINISTERS THE SPECIFIC AREAS IN NEED OF PRIORITY ATTENTION AS IDENTIFIED IN THE MILITARY ASSESSMENTS AND IN THE GUIDANCE DOCUMENT. FRG, SAACLANT AND SHAPE REPS STATED THAT THEY DID NOT FAVOR BUT COULD ACCEPT THE LISTING, WHILE ALL REMAINING REPS CALLED FOR ITS DELETION, ARGUING THAT (A) SETTING OF SPECIFIC PRIORITIES SHOULD BE LEFT TO THE MILITARY AUTHORITIES, (B) A LIMITED LIST WOULD MISS EQUALLY IMPORTANT AREAS, AND (C) THEREFORE, IF RETAINED, THE LIST COULD BE EXPANDED AD INFINITU.

13. SECTION X, GUIDANCE

A. GUIDANCE FOR THE NATO MILITARY AUTHORITIES.

ALTHOUGH NO SUPPORT EMERGED FOR US REP'S SUGGESTION TO EXPAND THIS SUBSECTION TO INCLUDE LANGUAGE ON BRINGING IN PLACE AND ASSIGNED FORCES UP TO CATEGORY A-1 STATUS AND ON HOLDINGS OF ANTI-ARMOR STOCKS (PARAS 4 AND 7, REF E AND PARAS 3E AND F, REF C), DRC AGREED TO AMEND PARAS 20 (READY FORCES) AND 23 (DEFENSE AGAINST ARMOR)
CONFIDENTIAL

PAGE 03 NATO 02333 02 OF 02 222102Z

RESPECTIVELY TO REFLECT THESE THOUGHTS IN A MORE GENERAL MANNER. A NUMBER OF REPS STATES THAT THE US PROPOSALS (A) WERE TOO DETAILED FOR MINISTERIAL GUIDANCE AND WOULD UNBALANCE THE PRESENT DOCUMENT, (B) WOULD INFRINGE UPON THE PREROGATIVES OF THE NMAS AND (C) WOULD NOT BE APPLICABLE ALLIANCE-WIDE. REGARDING THE UPGRADING OF ASSIGNED FORCES, FRG REP WARNED THAT SUCH LANGUAGE MIGHT RESULT IN THE FLIGHT OF FORCES FROM "ASSIGNED" TO "EARMARKED" STATUS.

B. GUIDANCE FOR THE DEFENSE PLANNING COMMITTEE.

DRC REMAINED SHARPLY DIVIDED ON THIS ISSUE. US PROPOSAL

ATTRACTED STRONG CANADIAN ENDORSEMENT AND PARTIAL UK AND GERMAN SUPPORT, BUT, THOUGH ACKNOWLEDGING THE NEED FOR DPC FOLLOW-UP TO 1977 GUIDANCE, CHAIRMAN AND REMAINING ALLIES CONTINUED TO VOICE STRONG OPPOSITION (AS DESCRIBED IN PARA 10C, REF B) TO INCLUSION OF GUIDANCE TO PERMREPS. TURKISH REP, JOINED BY A NUMBER OF ALLIES, SUGGESTED THAT A COVER NOTE, SIMILAR TO SYG LUNS' COVER LETTER TO 1975 GUIDANCE, WOULD SERVE THE SAME PURPOSE AS INCLUSION OF DPC GUIDANCE IN THE DOCUMENT ITSELF. GUIDANCE TO THE DPC WILL APPEAR IN BRACKETS IN THE DRAFT TO PERMREPS.

14. IS WILL PRODUCE A REVISED DRAFT FOR DPC CONSIDERATION ON APRIL 28. PEREZ

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Message Attributes

Automatic Decaptioning: X
Capture Date: 30-Aug-1999 12:00:00 am
Channel Indicators: n/a
Current Classification: UNCLASSIFIED
Concepts: n/a
Control Number: n/a
Copy: SINGLE
Sent Date: 22-Apr-1977 12:00:00 am
Decaption Date: 01-Jan-1960 12:00:00 am
Decaption Note:
Disposition Action: RELEASED
Disposition Approved on Date:
Disposition Case Number: n/a
Disposition Comment: 25 YEAR REVIEW
Disposition Date: 22 May 2009
Disposition Event:
Disposition History: n/a
Disposition Reason:
Disposition Remarks:
Document Number: 1977NATO02333
Document Source: ADS
Document Unique ID: 00
Drafter: n/a
Enclosure: n/a
Executive Order: 11652 GDS
Errors: n/a
Expiration:
Film Number: n/a
Format: TEL
From: NATO
Handling Restrictions: n/a
Image Path:
ISecure: 1
Legacy Key: link1977/newtext/t197704102/baaabdcrl
Line Count: 233
Litigation Code IDs:
Litigation Codes:
Litigation History:
Locator: TEXT ON-LINE
Message ID: 11fcb39b-c288-dd11-92da-001cc4696bcc
Office: ACTION EUR
Original Classification: CONFIDENTIAL
Original Handling Restrictions: n/a
Original Previous Classification: n/a
Original Previous Handling Restrictions: n/a
Page Count: 5
Previous Channel Indicators:
Previous Classification: CONFIDENTIAL
Previous Handling Restrictions: n/a
Reference: (A) USANTO 2100 (DTG 91112Z APR 77), (B) USNATO 2099 (DTG 091101Z APR 77), (C) USNATO 2117 (DTG 121706Z APR 77), (D) STATE 08627 (DTG 161831Z APR 77), (E) STATE 076113 (DTG 052353Z APR 77)
Retention: 0
Review Action: RELEASED, APPROVED
Review Content Flags:
Review Date: 05-Oct-2004 12:00:00 am
Review Event:
Review Exemptions: n/a
Review Media Identifier:
Review Release Date: n/a
Review Release Event: n/a
Review Transfer Date:
Review Withdrawn Fields: n/a
SAS ID: 2666831
Secure: OPEN
Status: NATIVE
Subject: MINISTERIAL GUIDANCE 1977: FINAL DRC DISCUSSION
TAGS: MPOL,NATO
To: STATE SECDEF MULTIPLE
Type: TE
vdkgvkey: odbcr://SAS/SAS.dbo.SAS_Docs/11fcb39b-c288-dd11-92da-001cc4696bcc
Review Markings:
Margaret P. Grafeld
Declassified/Released
US Department of State
EO Systematic Review
22 May 2009
Markings: Margaret P. Grafeld Declassified/Released US Department of State EO Systematic Review 22 May 2009